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Country and intercountry programming

RWANDA

Note by the Administrator

Programme period	IPF for the period 1982-1986
1982-1986	$45 million

I. Nature of the programming exercise

1. Activities connected with the preparation of the third country programme for Rwanda began in 1979 on the basis of a time-table drawn up by mutual agreement by the Government and the UNDP external office at Kigali.

2. The programming exercise was co-ordinated by the Ministry of Planning which secured at every stage the collaboration of the technical ministries. This was the case particularly in the sectoral meetings, which were spaced out between November 1979 and May 1980, and surveyed in turn the fields of health, industry, natural resources and agriculture. These sectoral meetings made it possible to bring out the problems peculiar to each sector and to suggest the dynamic directions that development activities in each of these sectors should take.

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* This document will be declassified when the country programmes have been approved. See document DP/526 which will be issued in June 1981.

3. As far as possible, the specialized agencies of the United Nations were involved in preparing the third country programme. This association took several forms: programming missions, regular contacts between representatives of certain agencies in the region, such as the regional consultant of the United Nations Industrial Development Organization (UNIDO) stationed at Kimshasa, permanent working arrangements with representatives in Rwanda of various United Nations organizations and programmes such as the World Health Organization (WHO), the World Bank, the United Nations Children's Fund (UNICEF) and the United Nations High Commissioner for Refugees.

4. The Government made its position known on the contents of the third country programme on 9 October 1980 in the course of an interministerial meeting which brought together, under the chairmanship of the Minister for Foreign Affairs and Co-operation, the Minister of Planning and the other Ministers in charge of departments involved in co-operation with UNDP and was attended by the UNDP Assistant Administrator and Regional Director for Africa.

II. Relationship of the country programme to the Government's development plan

5. The 1982-1986 period chosen by mutual agreement by the Government and UNDP for the third country programme coincides exactly with the third five-year development plan currently in preparation. It should as a matter of fact be noted that the first and second country programmes for Rwanda also corresponded in time-span with the first and second National Economic and Social Development Plans of Rwanda. This conformity increases the value of the country programme as an instrument serving the development of Rwanda and establishes a balance between the development objectives as defined by the Government in its National Economic and Social Development Plan and the over-all resources made available to it by UNDP as outlined within the country programme.

6. None the less, for the purposes of continuing programming, there is expected to be a permanent dialogue between the Government and the UNDP external office that would at all times redirect and adjust the contents of the programme, should the need arise. With the same intention, part of the programmable resources have been held in reserve to make it possible at any time to meet whatever new needs the Government might express. An obligatory non-programmed reserve equivalent to 20 per cent of the indicative planning figure (IPF) has been set up.

7. In line with its approach of utilizing UNDP's resources by taking into account the particular contributions that UNDP can make to the development of the various priority sectors of the economy, the Government has determined the percentage of funds to be allocated to each sector (for details, see sect. III below).

8. The Government has decided to concentrate virtually all the resources put at its disposal under the third UNDP programming cycle within a limited number of priority sectors. These sectors were determined in line with the development forecasts established by the Government, in order to solve the problems stemming from the specific situation in Rwanda, which is characterized by the following factors:

(a) the landlocked nature of the country, (b) the population size coupled with a high population growth, resulting in insufficient arable land, (c) the high proportion of the population that is engaged in agriculture; (d) industry that is still embryonic; and (e) insufficient training at all levels.

III. Content of the programme

Table 1

Sectoral breakdown of programmed resources

Sector	Ongoing projects (thousands of dollars)	%	New projects (thousands of dollars)	%	Total (thousands of dollars)	%
1. Agriculture	9,330	37	2,200	34	11,530	34
2. Industry	2,050	8	2,250	35	4,300	13
3. Education	3,536	14	-		3,536	10
4. Natural resources/ energy	2,400	10	-		2,400	7
5. Transport and communications	3,147	13	-		3,147	9
6. Development planning/ administration	4,440	18	2,000	31	6,440	19
7. Reserve	-		-		2,647	8
Total programmed	24,903	100	6,450	100	34,000	100

9. The following priorities emerge from these constraints:

(a) Self-sufficiency in food. This must be achieved by intensified agriculture and a better utilization of the available land, given the virtual absence of new land to be cultivated. This quantitative objective must go hand in hand with a qualitative improvement of production starting with the diversification of food crops and the development of livestock and fishing. Consequently, 34 per cent of the funds programmed in the third country programme are allocated to the sector "agriculture, livestock and fishing". The projects within this sector are: the development of small-scale stock-raising, control of ticks and communicable livestock diseases, intensified agriculture, including intensified food production in the prefecture of Ruhengeri and the development of fishing in Lake Kivu.

(b) Industrialization of the country. This must allow a better utilization of the country's surface and subsoil resources, thereby reducing its dependence on foreign countries and improving its trade balance by a cut in imports. Such industrialization will create new jobs and conditions making it possible to relieve the congestion of overcrowded rural areas. The resources programmed in the third country programme for the industrial sector constitute 13 per cent of the total. Projects in this sector are: assistance to the Office of Industrial Promotion, the setting up of a pyrethrum refinery, the development of medicinal plants, the canning of fruits and vegetables, and additional assistance to SONAFRUITS.

(c) Modernization of the economy. This implies training efforts at all levels: primary teaching that is generalized and professionalized, secondary teaching that is directed more specifically toward technical outlets, staff that is more solidly trained. Hence, 10 per cent of the resources programmed in the third cycle are allocated to education and training. The projects set up in these fields are: educational planning and innovation, assistance to the National University of Rwanda (Ruhengeri campus), and a special project of scholarships and on-the-job training for the basic and advanced training abroad of Rwandese professionals.

(d) A complete inventory of the surface and subsoil resources of the country. Such an inventory is necessary if these resources are to be exploited and the country is to have a balanced development. The programmed funds in the third cycle which are allotted to the natural resources and energy sector represent 7 per cent of the resources programmed. Only one project is planned in this sector. This is the project for mining research which UNDP has been carrying out for about 10 years.

(e) Securing assistance in the field of transport and communications. Nine per cent of the funds programmed are allotted to this sector which is vital for a landlocked country like Rwanda. Two projects are planned: road maintenance and an integrated assistance programme in telecommunications.

(f) The strengthening of government structures for general development planning and administration. It is indispensable that this be done in order to have better trained staff and increase the capacity to absorb external assistance. Such activities are allocated 19 per cent of the funds. Five projects are planned in this sector: planning assistance; assistance to the National Office for Project Design; public finance assistance; a total appropriation of $1 million, entitled "Project Design Fund", for the financing of feasibility studies, and finally, a technical and logistical support project for programmes of the United Nations system (World Food Programme (WFP), United Nations Capital Development Fund (UNCDF), etc.).

10. Priority will be given to using the programmed resources for large-scale projects: 21 projects have been planned in the programme, the average appropriation for each one amounting to close to $1.5 million. Seventy-three per cent of the resources are allocated to carrying out and strengthening ongoing projects and 19 per cent to new projects, 8 per cent of the programmable resources have been held in reserve, thus making it possible to enlarge, if need be, the number or the scope of the new projects.

Table 2

Phasing of the country programme

A. Amount programmed

Year	(thousands of dollars)
1982	6,360
1983	6,555
1984	6,900
1985	6,203
1986	5,335
	31,353
Reserve	2,647
Total	34,000

B. Resources taken into account for programming

Resources available	(thousands of dollars)
(a) Indicative planning figure	45,000
(b) Amount borrowed for the second cycle, 1977-1981	-2,000
Obligatory reserve of 20 per cent	-9,000
Total resources taken into account for programming	34,000

IV. Special problems and needs of the country

11. As a country which is classified as one of the least developed both because of its general state of development and because of the low per capita income of its population, Rwanda is also one of the 14 landlocked countries of Africa. A mountainous country situated 1,200 kilometres from the nearest ocean, its trade and supplies are particularly affected by this distance from the sea, as well as by the weakness of the transport and communications infrastructure and the often poor condition of the local roads. Given its fragile economy based essentially on a few agricultural products whose prices fluctuate on the world market, Rwanda needs significant external aid and counts on the assistance of the international community to which it applies periodically by organizing round-table discussions on sources of financing.

V. Recommendations of the Administrator

12. In the light of the foregoing, the Administrator recommends that the Governing Council:

(a) Approve the UNDP programme for Rwanda for the duration of the programme period and within the limit of the indicative planning figure for 1982-1986, taking into account the over-expenditure or under-expenditure of its 1977-1981 IPF; and

(b) Authorize the Administrator to proceed with appraisal and approval of action on requests for assistance falling within the outlines of the country programme while ensuring, in accordance with the decision of the Governing Council at its eighteenth session (E/5543/Rev.1, para. 31) that expenditures are kept in reasonable conformity with the relevant IPF and are contained within the financial resources currently available at any given time.